

Message Text

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ACTION SS-25

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C O N F I D E N T I A L MADRID 9317

STADIS////////////////////////////////////

EXDIS

C O R R E C T E D C O P Y (PARA 3 GARBLED)

FOR OES AMBASSADRO IRVING FROM US ICNAF DEL AMBASSADOR
RIDGEWAY

E.O.11652: GDS
TAGS: ICNAF, EFIS, PFOR, EX,
SUBJECT: ICNAF SPECIAL MEETING RESULTS

1. WE HAVE SENT A SEPARATE MESSAGE REPORTING AS MUCH
OF THE DETAILS OF THE DECISION TAKEN HERE AS IS
NECESSARY TO JUDGE WHETHER OUR CONDITIONS FOR REMAINING
IN ICNAF WERE MET. MY OWN CONCLUSION IS THAT THEY
HAVE BEEN. IN ADDITION, AS I HAVE WATCHED 16 NATIONS
WAIT FOR THE U.S. TO EXERCISE A LEADERSHIP ROLE IN
THE TRANSITION INTO THE NEW PERIOD OF
COASTAL STATE JURISDICTION, I BECAME IMPRESSED
WITH THE NECESSITY FOR THE U. . TO DEMONSTRATE SUCH
LEADERSHIP IF IN DOING SO IT CAN ALSO ACCOMPLISH
POLICY OBJECTIVES AND MEET THE LEGAL REQUIREMENTS.
AS IT BECAME CLEAR THAT ALL OF OUR PROPOSALS WERE GOING TO BE ACCEPTED

THE GREATEST RESPONDIBILITY UPON THE US DELEGATION WAS TO ASSURE
THAT THEY WERE REASONABLE, REPRESENTING AN APPROPRIATE ACCODATION
OF US INTEREST IN THE RESOURCE, OR OWN INDUSTRY, THE FOREIGN POLICY
IMPLICATIONS OF WHAT WE ARE DOING AND THE SMOOTH
TRANSITION INTO OUR OWN LAW. OUR INDUSTRY ARRIVED OPPOSING
WHAT THEY THOUGH WE WERE GOING TO DO. THEY LEFT IN OPPOSITION TO
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TH DECISION. IN BETWEEN, THE ATMOSPHERE WAS CORDIAL AND THEY DID HELP

US IN MAKING SOME OF THE DECISIONS BECAUSE THEY HAD MUCH OF THE EXPERTISE.

2. ON OF THE CONCLUSIONS I HAVE REACHED IS THAT THE US IS NOT PREARED TO MANAGE THESE RESOURCES IN A EXCLUSIVELY DOMESTIC FRAME WORK. OUR ADVISORS, WHILE OPPOSING WHAT WE DID ADMITTED THAT THEY WERE LEARNING HOW ENORMOUS THE RESPONSIBLEIES ARE THAT MANY OF THEM HAVE TAKEN ON AS MEMBERS OF THE REGIONAL COUNCIL. FOR OUR PART,WE FOUND THAT AS WE ADDRESSED SUCH ITEMS AS A WINDOW PROPOSAL THAT MANY OF ITS PRACTICAL IMPLICATIONS HAD NOT BEEN APPRECIATED.WE DEVISED ANSWERS AS BEST WE COULD. THEY WERE ACCPETED BY OTHER NATIONS. WHETHER THE COUNCILS ARE AT THIS TIME PREPARED TO CONTUINE TO COME FORWARD WITH ANSWERS TO THE PROBLEMS THAT EMERGE ON A DAILY BASIS IN NOT CLEAR.

3. IN TERMS OF THE INTERESTS WHICH THE INTERAGENCY COMMUNITY CONSIDERS APPROPRIATELY THOSE OF THE STATE DEPARTMENT, ONE COULD ARGUE THAT THERE ARE ONLY THREE OR FOUR FOREIGN POLICY OBJECTIVES WHOSE ACHIEVEMENT COULD BE ENHANCED BY REMAINING IN ICNAF. THERE IS THE PROSPECT THAT WE WILL NOT BE ABLE TO GET PERMITS ON BOARD VESSELS OF COUNTRIES WITH WHOM WE HAVE SIGNED GIFAS AND THEREFORE THERE IS IN OUR FUTURE THE RISK OF INTERNATIONAL EMBARRASSMENT WHICH AT LEAST ON THE EAST COAST COULD BE SET ASIDE BY MEMBERSHIP IN ICNAF. THE CANADIAN/U.S. NEGOTIATION CERTAINLY IS NOT SETTING RECORDS FOR ACHIEVEMENT AND WE MAY FIND OURSELVES HAPPY TO HAVE ICNAF COME MARCH 1 WITH RESPECT TO U.S./CANADIAN RECIPROCAL INTERESTS AND WITH RESPECT TO FISHERIES ON THE EAST COAST, SAVING OUR EFFORTS FOR WEST COAST NEGOTIATIONS WITH CANADA. THE U.S./EC GIFA NEGOTIATIONS WILL HAVE TO AWAIT CLARIFICATION ON THE MANDATE AND THAT SCHEDULE MAY RUN BEHIND AND COULD, IF OTHER ARRANGEMENTS WERE NOT AVAILABLE, HURT, IN PARTICULAR, THE FRG FISHING INTERESTS WHICH WE HAVE BEEN ABLE TO ACCOMMODATE HERE."

4. FINALLY IT SEEMS TO ME INCUMBENT UPON THE UNITED STATES TO BE A PART OF A NEGOTIATION ON THE NEW CONFIDENTIAL

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INTERNATIONAL ARRANGEMENTS RATHER THAN AN OBSERVER WHO HAS FOREGONE THE OPPORTUNITY TO EXERCISE INFLUENCE.

5. THE MORE PERSUASIVE ARGUMENTS IN MY VIEW ARE DOMESTIC. WE ARE NOT READY FOR THE TASK OF MANAGEMENT. FOR EXAMPLE COUNCIL MEMBERS ON THE DELEGATION OF WHICH THERE WERE 8, NON FEDERAL MEMBERS, TOLD US FRANKLY THEY HAVE NO INTENTIONS OF MAKING A SINGLE DECISION UNTIL ASSURED THEY

CANNOT BE SUED.

6. THE DOMESTIC POLITICAL CONSTRAINTS ARE REAL AT THE CONCLUSION OF THE SESSION, A PARTICULARLY INFLUENTIAL INDUSTRY ADVISER, SAID THAT THE RECOMMENDATIONS OF STATE, TRANSPORTATION AND COMMERCE WITH RESPECT TO STAYING IN ICNAF WOULD BE WHETHER HE WOULD BE WILLING TO COOPERATE IN AMENDING THE ACT TO ACCOMPLISH EXECUTIVE BRANCH OBJECTIVES WITH WHICH THE INDUSTRY GENERALLY IS IN AGREEMENT. WHEN INVITED TO RECONSIDER THIS VIEW, POINTING OUT THAT THE PURPOSE OF THE TASK AT HAND WAS NOT TO GET EVEN WITH DEPARTMENT BUT TO ADDRESS U.S. INTEREST, THERE WAS ONLY SILENCE, THE INDUSTRY HOPES TO BE ABLE TO RETURN QUICKLY TO WASHINGTON TO GENERATE THE POLITICAL PRESSURES THEY BELIEVE THEY COMMAND TO PREVENT A FAVORABLE DECISION CONCERNING THE U.S. REMAINING IN ICNAF. I WOULD EXPECT THE PHONES ON THE HILL TO START RINGING WITHIN THE DAY.

7. TAKING INTO ACCOUNT THESE THREE CONSIDERATIONS FOREIGN POLICY, THE NEED FOR A MANAGEMENT REGIME AND THE DOMESTIC POLITICAL SITUATION, THE VIEWS I HOPE TO PRESENT TO YOU IMMEDIATELY UPON MY RETURN WILL BE IN FAVOR OF STAYING IN ICNAF. MY ESTIMATE OF THE PROSPECTS OF CREATING A POSITION IN WHICH STATE WILL WIN THE DAY IS AT BEST FAIR. SOME MAY BELIEVE THAT STATE IS NOT THE AGENCY TO MAKE THE ARGUMENTS ABOUT MANAGEMENT AND CONSERVATION AND THAT THE DOMESTIC POLITICAL COSTS WITH RESPECT TO THE OTHER DOMESTIC POLITICAL COSTS WITH RESPECT TO THE OTHER THINGS THAT WE MAY WANT TO DO COULD BE TOO HIGH. I HAVE TAKEN THESE INTO ACCOUNT AS I KNOW THAT IN THE WEEKS AHEAD ONE OF OUR MAJOR JOBS WILL BE TO WIN CONGRESSIONAL ACCEPTANCE OF WHAT WE WANT DONE, BUT FIND THAT IF A CHOICE MUST BE MADE I CAN ONLY COME DOWN ON THE SIDE OF ICNAF.
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8. I RETURN TO WASHDC FRIDAY NIGHT AT NINE. I WILL BE IN THE OFFICE ON SATURDAY MORNING. IF THERE IS A TIME THAT I COULD SEE YOU OVER THE WEEKEND OR WHEN I MIGHT BE CONVENIENT FOR ME TO CALL YOU, BUSBY COULD ALWAYS LEAVE A NOTE AT MY HOME. STABLER

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